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PLAN ADMINISTRATION ELEMENT
OF THE
1993 COUNTY OF SACRAMENTO
GENERAL PLAN

December 15, 1993

County of Sacramento
Planning and Community Development Department
General and Advance Planning Section

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**SACRAMENTO COUNTY GENERAL PLAN
PLAN ADMINISTRATION ELEMENT**

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SACRAMENTO COUNTY GENERAL PLAN
PLAN ADMINISTRATION ELEMENT

Section I

OVERVIEW

PREFACE

The Sacramento County General Plan represents significant new directions for land development and new approaches to regional development. New directions address relationships between land use and transportation and deal with their spill-over effects: rising transportation and housing costs, consumption of open space, and deteriorating air quality.

New approaches to regional development address the fact that growth in the unincorporated area occurs in a regional economy, and that objectives for the unincorporated area can be enhanced or endangered by neighboring jurisdictions when they adopt, support, and implement their own plans. Higher levels of regional coordination can assure that results achieved in Sacramento County will not be compromised by actions taken elsewhere.

This Plan takes a different view of transportation service than previous plans. Previous plans defined accessibility primarily in terms of roads. This Plan defines accessibility in mutual rather than exclusive terms, emphasizing road and transit services, and it arranges residential and employment-oriented land uses requiring high accessibility where both services exist or can be provided.

A different view is achieved by integrating land use and transportation planning at a high level. The Plan achieves integration in the unincorporated area by shaping growth according to specific land use, transportation, and environmental objectives; and, by coordinating regional planning to support those objectives.

Monitoring and evaluation are key actions set forth in the Plan and in, more specifically, the Plan Administration Element. These actions assure that plan implementation is accountable to the public. In a democracy ultimate accountability is to the public; the public, by direct expression through its elected representatives is increasingly demanding a rendering of that account. No longer is effort alone sufficient to satisfy those who want to see progress; instead, the demand is for performance measured by objective criteria. The need to demonstrate progress toward goals is inversely related to the cost and sacrifice the community is asked to make.

Progress toward new directions and approaches is monitored and evaluated by a program described in the Plan Administration Element. The program makes review agencies accountable and annual performance review a principal means to create a dynamic and relevant General Plan. A program is described which creates annual

implementation goals for each Element; establishes measurement criteria, assumptions, and a data base relevant to evaluating goal achievement; evaluates progress towards those goals; prepares annual progress reports for management; presents reports to the Board of Supervisors, implementation agencies, and the general public; and, makes recommendations on policy interpretation, plan amendments, or other measures deemed necessary to achieve Plan objectives.

INTRODUCTION

The General Plan is a city or county "constitution" for rational decision making concerning long-term physical development. California Planning Law describes planning agency functions, and how a general plan is the primary guide for land development. It further states that general plans guide development only when agencies preparing the plan commit to policy implementation once the plan is adopted. This Element discusses how Sacramento County complies with the intent of the Law.

SCOPE OF THIS ELEMENT

This Element of the General Plan, the Plan Administration Element, describes how Sacramento County implements the Plan and how the general public can use it. The four sections present:

Section I: OVERVIEW

- Preface
- Introduction
- What the Plan Seeks to Achieve

Section II: THE PLAN ADMINISTRATION PROGRAM

- How the Plan Achieves its Objectives
- Evaluating Plan Performance
- Revising the Plan
- How the General Public Can Use the Plan

Section III: POLICY FRAMEWORK

- Monitoring and Evaluation
- Plan Referrals
- Capital Improvement Program

Section IV: BACKGROUND

- Legislative Intent
- Review of Other Jurisdictions' Plans
- Review of Capital Facilities

STRUCTURE OF ELEMENT

Section I: OVERVIEW: The **OVERVIEW** section discusses new directions and new approaches for the General Plan, the scope of the element and how it is structured, and summarizes the content of each major section. The **PREFACE** explains that this Plan sets new directions for Sacramento County and takes a new approach to regional participation. The **INTRODUCTION** presents a brief survey of the content of each major section. Finally, the part of the Element entitled **WHAT THE PLAN SEEKS TO ACHIEVE** presents the rationale for new directions and approaches. It discusses principal conclusions reached from an analysis of the Background sections of this Element and all other Elements of the General Plan. It discusses how a planning strategy was formulated based upon:

- (1) A systems view of the land use/transportation relationship.
- (2) The concept that a linkage exists between that relationship and spill-over effects upon the natural and human environments.
- (3) The need for a system's view to be taken in General Plans throughout the region.
- (4) An approach to development which arranges land uses but fundamentally does not change the types of residential and employment choice available.

Section II. THE PLAN ADMINISTRATION PROGRAM: The **PLAN ADMINISTRATION PROGRAM** section discusses plan implementation, monitoring and evaluation, amending and updating, and use by the general public. A sub-section of the Element entitled **HOW THE PLAN ACHIEVES ITS OBJECTIVES** examines tools to implement the General Plan, implementation programs, annual implementation goals, and the monitoring framework. Implementation tools fall into three broad categories: police powers, corporate powers, and other tools. This General Plan emphasizes the latter category, "other tools" such as monitoring plan performance relative to goals and objectives, data management, use of public information, redevelopment, and intergovernmental coordination, more than was emphasized in previous plans. Tools are emphasized because they support the philosophy behind taking new directions and approaches.

The same sub-section describes implementation actions. This topic covers a procedure to be followed to prepare annual reports. The procedure consists of organizing policies and measures in every Element, defining individual implementation goals, identifying performance measures for continuous monitoring, evaluating performance, and preparing annual reports. Reports are used for quality control, determining the need for action research, and inputs to management decisions. Monitoring and evaluating plan implementation is a function of the planning agency described as lying external to the implementation programs.

The sub-section **EVALUATING PLAN PERFORMANCE** discusses types of data and geographic networks for monitoring, definition of analytical problems, and the structure, presentation, and content of the annual report. The principal product of efforts to monitor and evaluate plan performance is described in this sub-section.

Finally, sub-section, **REVISING THE PLAN**, describes how recommendations from the annual report become Plan Amendments and how the amendment and update procedures work. Amending the Plan is described from the perspective of the agencies which use the plan and from the perspective of the general public. Finally, the last part of Section II, **HOW THE PUBLIC CAN USE THE PLAN**, provides specific information to interpret illustrations and accompanying text.

Section III: POLICY FRAMEWORK: The **POLICY FRAMEWORK** section discusses the goals, objectives, policies and implementation measures which structure the implementation program. Support for the policy framework helps assure that the General Plan becomes an effective as well as dynamic instrument of public and private land development and resource use in Sacramento County.

Section IV: BACKGROUND: The **BACKGROUND** section discusses three specific statements of state policy and the application of that policy towards land development issues in Sacramento County. Those policies cover (1) state-wide and local land development issues including the consistency requirement imposed on the General plan and on its implementation tools; (2) review of plans formulated by surrounding jurisdictions; and, (3) review of capital facilities plans.

WHAT THE PLAN SEEKS TO ACHIEVE

This discussion references three specific sub-sections of the **BACKGROUND** section. Each sub-section describes state policy toward land development issues and the application of that policy toward Sacramento County. Based upon that sub-section and the respective Background sections of each of the other Elements of the General Plan, the conclusion was reached that it was necessary for the General Plan to be built upon an overall strategy. This Element takes the position that the strategy which supports new approaches and new directions is based upon the belief that:

- (1) The environmental impacts of growth are inadequately mitigated at the project scale, and, because they are inadequately mitigated, accumulate at the regional scale. Among them are the impacts which fall on infrastructure, air quality, and the fiscal base of the respective jurisdictions.
- (2) Inadequate mitigation works as an incentive to growth on the urban periphery and as a disincentive to regional planning that seeks to mitigate these impacts.

- (3) Intra-regional competition for employment, tax revenues and growth in general compromises the achievement of regional coordination necessary to address transportation and air quality issues.
- (4) These issues can best be addressed by land use plans in all communities in the region that seek to balance housing, support services, and employment at small rather than large geographic scales, and that create major centers of employment and public interest linked by balanced rather than specialized transportation systems.

OBJECTIVES

New Directions: Land development takes a "new" direction because access is now defined by a balanced transportation system. The balanced system shifts emphasis from a road-oriented system, which gives accessibility to the greatest amount of land, towards an emphasis upon a system which gives accessibility to the greatest amount of people.

This General Plan makes Sacramento County better able to face the economic, social, and natural environmental issues described in background papers for each Plan Element. It internalizes many of the negative spill-over effects of land use decisions and transportation choices within Sacramento County; gives strong incentives to reduce spill-over effects; and, minimizes their overall impact whenever growth occurs.

All these accomplishments are achieved by adopting a strategy built upon an integrated, systems-oriented view of community problems. Problems identified in the community -- rising housing and transportation costs, rapid consumption of open space, deteriorating air quality -- are viewed as having a common cause.

New Approaches: A philosophy of regional interdependence guides the development of "new" approaches to regional development. This philosophy is: each political jurisdiction in the region has an obligation to improve the quality of life for its citizens in all respects; this obligation is met in the context of an interdependent relationship with other jurisdictions; and, one community cannot pursue an imbalanced form of development without displacing to others the consequences of that imbalance.

The discussion in the **BACKGROUND** section of this Element entitled **REVIEW OF OTHER JURISDICTION'S PLANS** explains how California State Planning Law takes a limited view of regional planning. It addresses regional imbalances primarily as they relate to housing and fair share allocation, and it ignores how communities can avoid bearing their fair share of the responsibility to mitigate the impacts of growth upon transportation and air quality.

This General Plan broadens the concept of fair share and applies it to transportation and air quality. First, the Plan employs the strategy of creating mixed-use transit-oriented developments which balance jobs and housing at small geographic scales that support alternative and interconnected modes of

transportation. Specialized-use developments cannot balance jobs-housing at small scales because specialization demands that they rely on regional labor and commercial markets and large trade areas interconnected by a transportation system.

Second, the Plan requires that appropriate regional-scale mitigation measures be devised to deal with the impacts of specialized developments. The Plan pursues a form of regional environmental review which addresses impacts of locational decisions in a regional systems framework. These proposals are necessary to prevent land use specialization which compromises efforts to create diversity, reduce geographic scale, and balance transportation systems. This different viewpoint of environmental review and regional coordination is based on an interpretation of State planning and environmental laws discussed in the sub-section of the **BACKGROUND** section entitled **REVIEW OF OTHER JURISDICTIONS' PLANS**.

Minimal Impacts: It is important to understand that the new directions and approaches taken in this Plan do not impact residential and employment choice. The Plan meets all projected needs for residence and employment in the unincorporated area while achieving the major objectives of the Plan through a different arrangement of land uses along corridors of good regional access

MAJOR GOALS

This General Plan illustrates "new" directions through the respective goals in each Element. Physical and economic resources of Sacramento County accommodate the population and employment projections in ways which achieve the following major goals.

General Plan

<u>Element</u>	<u>Goal</u>
<u>Land Use:</u>	An orderly pattern of land use that concentrates urban development, enhances community character and identity through the creation and maintenance of neighborhoods, is functionally linked with transit, and protects the County's natural, environmental and agricultural resources.
<u>Circulation:</u>	A balanced transportation system that moves people and goods in a safe and efficient way, that minimizes environmental impacts, that is supported by urban land uses, and that serves rural needs.
<u>Air Quality:</u>	Air quality which protects and promotes the public health, safety, welfare, and environmental quality of the community.
<u>Open Space:</u>	Open space lands in Sacramento permanently protected through coordinated use of regulation, acquisition, density transfer and incentive programs.

Conservation: Natural resources managed and protected for the use and enjoyment of present and future generations while maintaining the long-term ecological health and balance of the environment.

POLICY IMPLEMENTATION

The theme of new approaches and new directions is evident in the General Plan objectives and policies.

Land Use/Transportation Interrelationship

- o Decrease air pollutant emissions through the design of the urban form by making land use decisions that offer alternatives to automobile travel (cite).
- o Accommodate the projected population and employment growth in areas where the appropriate level of public infrastructure and services are planned or will be made available during the planning period (cite).
- o Locate higher residential densities and nonresidential intensities that are designed to accommodate non-automobile modes of travel within walking distance of transit stops and along key transit corridors.
- o Accommodate a portion of the projected population and economic growth in areas having the potential for redevelopment and revitalization.
- o Accommodate a portion of the projected population growth as infill in designated priority areas, and within areas identified for reuse.
- o Promote a land use pattern that efficiently uses the land resource, emphasizes non-automobile modes of travel, and addresses the timely provision and affordability of public infrastructure and services.
- o Sacramento County shall promote and support the network of Transportation Corridors as designated on the Transportation Plan.

Regional Coordination

- o Coordinate with the decision-makers of other local jurisdictions in the definition of common desired goals and in actions by other public bodies toward these goals.
- o Sacramento County shall conduct land use and transportation planning with a regional perspective.

Residential and Employment Choice

- o Maintain the quality, character and identity of neighborhood and community areas.

- o Promote a relationship between job and housing availability with consideration given to age levels, housing affordability and commute distance.
- o Conserve prime agricultural soils needed for the continuation of commercial agricultural enterprises, small-scale farming operations and the preservation of open space.
- o Limited development in rural areas which does not compromise valuable open space and prime agricultural lands, and does not contaminate or overdraft groundwater aquifers. Promote a diversity of residential living options while ensuring community compatibility and the quality residential development.
- o Promote economic development and diversity of employment opportunities.

EIR ON THE GENERAL PLAN

The adoption of a general plan constitutes a project for purposes of the California Environmental Quality Act (CEQA). Early in the planning process, environmental review is utilized to enable environmental considerations to influence project development and design. Both the environmental review and the planning process follow the same process of preparation and address many of the same issues. The EIR evaluates performance of the transportation system, its fiscal requirements and air quality benefits, and open space consumption for each of several land use/transportation alternatives. A well-prepared General Plan EIR covering broad geographic areas can increase the possibility that negative declarations can be issued at a later time for specific project proposals within the planning area.

This General Plan initiates efforts to bring environmental reviews addressing issues of transportation, air quality, fiscal impacts and open space consumption into the regional planning process. These efforts seek to broaden the strategy of mitigating impacts from the unincorporated area to the region.

SACRAMENTO COUNTY GENERAL PLAN
PLAN ADMINISTRATION ELEMENT

Section II

THE PLAN ADMINISTRATION PROGRAM

HOW THE PLAN ACHIEVES ITS OBJECTIVES

California Planning Law requires planning agencies to develop an implementation plan for their General Plans. After a legislative body adopts all or part of a general plan, the planning agency shall: "investigate and recommend to that body reasonable and practical means of implementation so that the plan serves as an effective guide for orderly growth and development, preservation and conservation of open space land and natural resources, and the efficient expenditure of public funds related to the subjects addressed in the general plan" (Government Code Section 65400 (a)). A more complete statement of legislative intent is found in Section IV, **BACKGROUND**, in the sub-section **LEGISLATIVE INTENT**.

IMPLEMENTATION TOOLS

Implementation measures in this General Plan serve the goals and objectives because they are designed to be implementable. An implementable measure is one that is integrated within a program of complementary and mutually reinforcing measures; tailored to the unique local circumstances of each jurisdiction; linked to adopted policies; and, sensitive to public concerns. Furthermore, an implementable measure resolves environmental issues identified in the environmental review of the plan. Citizen representation in the selection of implementation measures is important to resolve public concerns.

Sacramento County has many tools to implement its General Plan. A plan for implementation utilizes police powers to regulate development, corporate powers to acquisition and development, and all other tools available in State Planning Law such as redevelopment, intergovernmental coordination, public information, data management, and monitoring.

State Law requires a local government to have subdivision and building regulations and open space zoning, while most other measures are adopted at local option. Some methods, like zoning, have existed for decades, while others, such as transfer of development rights, are relatively new. If the goals and objectives of the general plan are to be served effectively, the implementing measures must be carefully chosen, adapted to local needs, and

carried out as an integrated program of complementary and mutually reinforcing actions and used to achieve results that are consistent with the general plan.

Police Powers: Police powers are of a regulatory nature and they involve:

- o Specific plans
- o Zoning
 - open-space zoning
 - environmental hazard zoning
 - inclusionary zoning
 - performance zoning
 - planned unit development zoning
- o Subdivision regulation
- o Park dedication requirements
- o School dedication requirements
- o Review and regulation of public works
- o Housing and building regulation
- o Code enforcement
- o Environmental review procedures
- o Design review
- o Establishment of policies governing the timing of improvements to public services

Corporate Powers: Corporate powers deal specifically with acquisition and development:

- o Construction of streets, roads, and water and sewage treatment facilities
- o Acquisition and development of parks
- o Acquisition of sites for low- and moderate-income housing
- o Acquisition of development rights and open-space, conservation, or scenic easements

- o Creation of Williamson Act contracts
- o Creation of development corporations
- o Landbanking
- o Timberland Productivity Zone contract execution

Other Powers: This Plan emphasizes the "other powers" category of implementation tools more than has been the case in previous general plans. By placing greater emphasis this Plan draws a strong distinction between traditional implementation tools of zoning and subdivision regulation, and less traditional tools which rely heavily upon accountability for plan performance relative to its goals and objectives. That distinction is made to focus on accountability for performance and Plan effectiveness as management strategies to achieve General Plan goals and objectives. The "Other Powers" include:

- o Redevelopment
- o Intergovernmental coordination
- o Public information
- o Data management
- o Monitoring

The basic test of all implementation measures is one of consistency with the goals, objectives and policies of the general plan. In the past, implementation measures were seldom linked to the plans they theoretically were intended to carry out. A philosophy emerged in the late 1960's and early 1970's which held that governments engaging in land use planning must base their official regulatory land use and development controls on, or make them consistent with, such planning. This philosophy supports a number of provisions in State Law and legal precedents.

IMPLEMENTATION ACTIONS IN PLAN

Previous discussion illustrated programs used to implement the General Plan. This Element does not discuss individual implementation tools or programs further; rather, it discusses how the performance of the plan will be measured as it achieves its objectives.

Types of Implementation Monitoring: Implementation is monitored three ways:

- (1) Institutional Change
- (2) Planning Environment
- (3) Goal Achievement

All three performance measures add information to the analysis supporting annual report recommendations, policy actions, and management decisions.

Institutional Change: Policies are decision-rules which explain how Sacramento County addresses a particular development situation. The effectiveness of those policies depends in some respect on the institutional framework which exists to carry out policy. In cases where that framework must be built by efforts taken over the plan implementation period the effectiveness of policy will be delayed. Annual reporting to the public must include the status of actions which set the policy framework in place.

Planning Environment: The General Plan cannot be a dynamic instrument of land development policy without responding to changing conditions, particularly towards those conditions which form basic assumptions supporting the Plan. Evaluating conditions must determine from variance in basic assumptions whether the need for significant changes to the Plan must be addressed. Among the basic assumptions are population growth, employment growth, development rates, market trends, economic conditions affecting rates and trends, and demand for land of various types.

Goal Achievement: Accountability demands that a plan designed to set new directions and take new approaches should demonstrate performance. The public needs to know if the significantly different measures effectively reduce spill over effects of the existing land use/transportation relationship. This Element describes a process of Plan Administration to monitor progress toward changes in the conditions which the Plan seeks to address.

Administrative Process: A General Plan is implemented through programs designed in consistence with the policy framework. Programs are fashioned from implementation tools based on measures specified in the General Plan. Plan Administration procedures rely heavily upon developing information models which structure data collection, analysis and evaluation around program objectives. The administrative process contains five major parts:

Develop Implementation Plans: A general plan is implemented through teams assigned to individual general plan elements. These teams set the policy framework in place by coordinating efforts among agencies specified in the implementation measures of the general plan. Objectives set for each program are stated in terms of impacts on some target directly related to implementing the General Plan. Objectives are generally found among the implementation measures listed after each Element's policy statements. An implementation

plan is divided into annual work programs showing what tasks will be performed, how they will be conducted, what resource inputs are required, and what outputs can be expected. The Plan Administration team participates with the individual element teams as they create the respective annual work programs.

Develop Criteria, Models, Assumptions: The evaluation team and individual element teams must determine how the program will be evaluated and what criteria will be used for that evaluation. Individual programs will be evaluated based upon criteria determined from a picture or model of the program to be evaluated. The evaluation team together with each element team must develop models which describe the program or project to be studied and simplify it for evaluation. Both teams must mutually decide to limit the scope of each program relative to plan objectives, specify the number of input and output variables to be considered, adopt a research design which captures the essence of the phenomena under investigation, and identify appropriate qualitative and quantitative measures of plan performance. Both teams must mutually agree on assumptions and adopt those which they believe are reasonable for simplifying objectives under discussion.

Evaluate Results: Evaluation follows planning and implementation. Evaluation is an interdisciplinary effort focussed upon a process of securing valid, reliable, and applicable information about programs, program structures, processes, outcomes and impacts. Evaluations permit managers and administrators at several levels to make decisions for program planning and policy development, and to fulfill their responsibilities for accountability. Evaluations engage in a wide variety of other activities to make the analysis of outcomes a viable contribution to management.

The emphasis in evaluation is upon the performance of implementation programs as new approaches and new directions are established for the General Plan. Evaluation is distinguishable from monitoring by its focus on measuring performance arrived by analyzing rather than collecting data. Pure data, such as the amount and type of land use approvals, measure consistency between plan implementation and the General Plan, but it cannot measure the performance of the plan relative to its goals and objectives. Land use decisions are inputs to the process of planning and environmental management which are intended to reach goals and objectives rather than outputs measuring achievement. Whether or not decisions effectively reach those goals and objectives must be evaluated from other criteria such as travel behavior, measures of air quality and open space consumption, and the like.

Outputs: The principal output from the activity of plan administration is management information. Each level of the management hierarchy ranging from element teams through mid-level and higher-level managers benefits from information that helps direct activities.

Management information allows for quality control with respect to the Plan's achievement of its own goals and objectives. Its focus is assessment, improvement, and maintenance of the quality of the plan implementation

program. Quality control is also used to identify the problems the plan encounters, and the side effects it is creating. , the ability to determine needs for action-oriented research, and the need for policy research.

Management information also helps identify the need for action research focussed on issues related to policy direction. Evaluation of the planning environment and the outputs of plan implementation may dictate a reassessment of basic policies, or programs directed at specific means of implementation. Among the results of action research are special studies leading to general plan amendments. Management information also helps identify the need for policy research as related to the appropriateness of policy or policy changes which address issues. Policy research enables managers to decide what to do rather than what to evaluate. Among the results of policy research are interpretations and new policies.

The Organizational Framework: Evaluation is a function of the planning agency which is distinct from other functions of the agency and from the elements being evaluated. It is a function at the same level of the organizational framework as plan-making and plan implementation. It is distinct from implementation because it's objective is not implementation, per se, but advice to management concerning needs, issues, and future modifications to the plan itself.

Plan monitoring and evaluation occupy the position of a feedback loop in the work flow of Plan Implementation. It draws conclusions regarding future tasks and needs for changes to the Plan itself from the completion of work programs, environmental conditions, and progress towards goals and objectives. Monitoring and evaluation from one annual cycle of plan implementation feeds information to the work programs of the next annual cycle, and to the policy planning team concerning the interpretation and application of policy.

EVALUATING PLAN PERFORMANCE

State Planning Law requires preparation of an annual report which describes the status of the plan and progress in its implementation (Government Code Section 65400). Evaluating plan performance is described as a task with four major parts: a monitoring program focused on specific data and geographic frameworks; analyses; an annual report to the Board of Supervisors, implementing agencies, and the public; and specific conclusions and recommendations.

The first task, monitoring, is a program divided into the sub-tasks of collecting relevant data and structuring the data geographically.

A monitoring program is developed by coordinating plan implementation teams with the plan administration team around setting targets for each year, establishing qualitative and quantitative measures of achieving each target and of plan implementation, and defining relevant geographic units and time frequencies for data collection.

TYPES AND FORMATS

The monitoring framework described in this Element is linked substantively with annual objectives for each implementation program, and geographically with areas deemed significant for analysis. Two geographic areas will be distinguished -- the region and the unincorporated area -- and within the unincorporated area smaller geographic areas may be identified as appropriate, e.g. community planning areas, transit-oriented developments, Census Tracts, Traffic Zones. A flow of information generated by this framework is analyzed, evaluated, and presented in each annual report.

The three types of monitoring previously described -- institutional change, planning environment, goal achievement -- each produce data. Each set is grouped around models describing the program or project being studied. Similar programs or projects, such as those which pursue the same goal or objective, will be grouped for analysis. Listed below are examples of data and geographic formats.

- o Demand data
 - population
 - employment
- o Development data
 - housing units
 - commercial real estate
 - zoned land
 - applications completed
 - applications filed
- o Other data, as necessary
 - financial
 - capital improvement
 - performance, e.g. traffic, ridership
- o Build time series data

ANALYTICAL PROBLEMS

Analytical tasks are at the heart of the monitoring and evaluations program. Models of information flow are used to structure analyses which use monitoring data to illustrate achievement of implementation programs and of the General Plan as a whole.

Broad-scale observations of the planning environment are also included. Among them are characteristics of land use change and growth, growth patterns, performance of the transportation system, and population and employment

growth. Different types of data lend themselves to different types of analyses. Several types of analyses are listed below:

- o Evaluate assumptions
 - population growth
 - employment growth
 - residential demand by type
 - non-residential demand
- o Analyze growth pattern
 - incorporated/unincorporated
 - inside/outside policy boundary
 - corridors/all else
- o Describe characteristics
 - rent
 - cost
 - size, scale
- o Measure performance
 - changes in traffic levels
 - increase in ridership

REPORTING

Government Code Section 65400 (b) addresses the need to report annually on General Plan implementation. Local governments can establish formal procedures for regularly monitoring, reviewing, and amending the general plan. Portions of the plan with a short-term focus, such as the implementation program, should be reviewed annually and revised as necessary to reflect changing conditions.

An annual report contains factual and analytical information together with conclusions and recommendations. Factual information includes demographic, employment, land use, absorption, traffic, and other data specified by individual elements' performance measures. Analytical information includes evaluations of various trends relative to land use, density, housing type, traffic, that are pertinent to the region and to areas within the region. Other analytical information provided in the report includes comparisons between jurisdictions, relationships to goals, objectives, and policies. Interpretative or analytical information is emphasized in the annual report.

Steps in the annual reporting process are as follows:

- o Implementation measures in each element are written in terms of specific actions and performance levels attained by those actions.
- o After the plan is adopted, each measure will be divided into a series of steps or specific actions linked to an annual reporting cycle.
- o Work programs will be created specifying actions to be taken, methods employed, all parties involved in or concerned by the various actions, resource requirements, and projected time of completion.
- o Annual achievements will be summarized in the annual report to the Board of Supervisors.
- o The annual report will contain an interpretation of achievements in light of general plan goals, policy effectiveness, development trends, issues raised by growth, new implementation tools, changes in funding sources, monitoring results, evaluating effectiveness for past decisions, and other information. All this information is used to form recommendations and to determine the need to amend the general plan.
- o All annual work programs will focus on the five-year update cycle for the general plan.

The annual report will be organized into four major sections with individual subsections: progress in implementation; the planning environment; status of the General Plan; and, conclusions and recommendations. All information is presented in text, tables, other illustrations and in oral presentations at meetings and workshops.

Progress in Implementation: This section divides information into topics and, within each topic, presents information according to the key strategies of the implementation program (models). Subsequently, the information is then divided into sub-sections concerned with:

- o Work program goals and objectives set for the previous annual planning period.
- o Actions undertaken to meet those goals and objectives.
- o Results of those actions.

The Planning Environment: This section contains the following information:

- o Factual data (population, employment, building permits, characteristics of development activity, absorption.
- o Analysis of geographic and historic trends.
- o Overall observations of growth and development.
- o Evaluation of General Plan assumptions.

Status of the General Plan: This section is divided into subsections which:

- o Interpret observations with respect to the general plan.
- o Evaluate trends in relation to General Plan goals and objectives.
- o Evaluate the effectiveness of policies and implementation measures.
- o Evaluate the consistency between CIP's and the General Plan.
- o New conditions and revisions to the implementation programs.
- o Work program goals and objectives for the subsequent planning period.

Conclusions and Recommendations: The final section is divided into three parts:

- o Policy recommendations.
- o Policy interpretations.
- o Plan amendments.

REVISING THE PLAN

The previous section described how Plan Implementation will be accompanied by a continuing program of monitoring and evaluation which will produce amendments to the General Plan. Amendments may also be proposed by the private sector subsequent to the provisions of State Law. Monitoring and evaluation not only provide an internal process for making the Plan dynamic and relevant, but these activities also provide background in which private sector amendments can be evaluated.

AMENDMENTS

Government Code Section 65358 (a) specifies that the legislative body, if it deems it to be in the public interest, may amend all or part of an adopted general plan. General plan amendments are policy documents for the entire community that must be "in the public interest" (Government Code Section 65358 (a)). A plan should only be amended when the city or county, with the support of a broad consensus, determines a change is necessary. With all amendments, local government must adopt by resolution and, if the city has a planning commission, at least one public hearing must be conducted by the commission and one by the legislative body.

Amendments are initiated in a manner specified by the legislative body. According to State Law, no mandatory element of a general plan shall be amended more frequently than four times during any calendar year except as otherwise provided. Subject to that limitation, an amendment can be made at any time and may include more than one change to the general plan.

Exceptions to the provision that amendments be limited to four times a year include:

- (1) Optional Elements
- (2) Amendments Requested and Necessary for Affordable Housing
(Government Code Section 65838 (d))
- (3) Amendments necessary to comply with a court decision in
a case involving the legal adequacy of the general plan
(Government Code Section 65358 (d) II)
- (4) Amendments after January 1, 1984, to bring a general plan
into compliance with an airport land use plan (Government
Code Section 65302.3)
- (5) Amendments Needed in Connection with Adoption of a Comprehensive
Development Plan under the Urban Development Incentive Act (Health
and Safety Code Section 56302 (d))
- (6) Amendments for the Purpose of Developing a Certified
Coastal Program (Public Resources Code 30500) (b)).

Since an amendment to a general plan constitutes a project under the California Environmental Quality Act (CEQA), it must be evaluated for environmental effects. General Plan amendments must be consistent with the rest of the general plan and appropriate changes need to be made within that plan to assure consistency. All consistency requirements between area plans and community plans and the amended general plan apply equally.

The annual reporting process provides an analytical basis upon which to propose as well as to evaluate plan amendments. Annual reports generate

information, evaluations, effectiveness data, and other information useful to proposing new policies, modifying existing policies, and recommending other amendments. Amendments proposed on the basis of monitoring and evaluation improve the effectiveness of the fundamental policy issues, goals and objectives of the general plan.

Evaluating plan amendments is the current function of the Policy Planning Commission. Monitoring and evaluation provides a broad and comprehensive base of data and information upon which to build a review of each proposal, and to determine its consistency with General Plan goals and objectives.

UPDATE

Annual work programs divide up the process of implementing the general plan into five segments corresponding to the recommended five-year update cycle. Annual reports include not only the progress achieved in each work program, but they include observations of the planning environment, and observations of plan performance. Subsequent to a series of annual report cycles, a review and update of the entire plan can be performed more readily every five years. Basic policies should be thoroughly reviewed every update cycle and revised based on an evaluation of effectiveness, new issues, new environmental conditions, changing local attitudes, new political realities, and new programs. Lacking a program of monitoring and evaluation, the effort and extent of each update would will be substantially greater.

HOW THE GENERAL PUBLIC CAN USE THE PLAN

General Plans consist of Elements and accompanying text which describe goals, policies, and implementation measures. Attached to the text are diagrams which illustrate policies contained in the Elements.

INTERPRETING THE DIAGRAM

The Land Use diagram contained in the Land Use Element represents a broad outline of future land use patterns within the 998 square mile area of Sacramento County. Land uses shown for the cities of Sacramento, Folsom, Galt, and Isleton are taken from their adopted General Plans. Land uses shown for the unincorporated area, however, are specific and they have a direct effect on its inhabitants. They visually illustrate where the residential, employment, open space, agricultural, conservation, and recreational land use needs of the County should be located. They are described on pages 3 through 18 of the Land Use Element. Similar diagrams represent broad outlines of the transportation system, open space and recreational areas, and so forth, in the Circulation, Open Space, and Recreation Elements, respectively.

INTERPRETING THE TEXT

While the Land Use Diagram is an illustration of policy, only those policies that can be depicted graphically are shown. Therefore, the Diagram does not comprehensively represent all the policies contained in the Elements of the General Plan. The Land Use Diagram should be used in conjunction with other diagrams in the Plan, and with specific written goals, policies, and implementation measures. If a property owner or other member of the public wants to determine whether a development proposal for a particular site is fully consistent with the General Plan, or to know what General Plan policies might apply to a specific property, he or she can begin by examining the Land Use Diagram to determine what land use designation is applied to the property. The property owner could follow the steps outlined below to find diagrams and policy language in the Land Use Element or other Elements which could affect development of the property.

<u>Step</u>	<u>Action</u>
1.	Study the Land Use Diagram to find the land use designation for the property;
2.	Consult the diagrams in other Elements of the General Plan to learn if the property is in close proximity to a naturally occurring constraint (e.g. floodplain), a potential hazard or protected natural resource;
3.	Read all relevant elements, particularly the policies of the Land Use element, to determine how those policies may affect development or redevelopment; and
4.	Consult with members of the Planning Department to learn about any possible restrictions that may apply to the particular property in question.

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SACRAMENTO COUNTY GENERAL PLAN
PLAN ADMINISTRATION ELEMENT

Section III

IMPLEMENTATION POLICIES

GOAL: An effective, dynamic and relevant General Plan which addresses changing conditions.

INTRODUCTION

Policy statements in the Plan Administration Element focus attention on how to improve the Plan's effectiveness. Three policies proposed in this section deal with, respectively, monitoring and evaluation, plan referrals to and from other jurisdictions, and the capital improvement program.

MONITORING AND EVALUATION

Objective: Develop and fund a section/team within the Department of Planning and Community Development which is responsible for the monitoring and evaluation of the general plan's performance in relation to its goals and objectives.

Intent: State Planning Law requires General Plans's to have an implementation plan and require the performance of the Plan to be monitored on an annual basis. The nature and scope of those requirements is not explained in detail. This Element presents how Sacramento County meets those requirements.

Policy: Create a dynamic and viable General Plan through an on-going procedure of accountability.

Implementation Measures:

- A. Prepare a detailed scope of work in phases that establishes and develops a comprehensive monitoring and evaluation section/team (PLANNING) .
- B. Organize the work flow of the Department of Planning and Community Development so that the needs of monitoring and evaluation are accommodated (PLANNING) .

- C. Increase the resource base available to the Department so that adequate staffing and appropriate technologies and models are available (Board of Supervisors, AFA).

PLAN REFERRALS

Objective: Evaluate plans of surrounding jurisdictions for consistency with the goals, objectives, and implementation strategies of the Sacramento County General Plan.

Intent: Plans of surrounding jurisdictions frequently are evaluated by other jurisdictions to determine consistency at the boundary interface. A larger perspective of impact is essential to avoid impacts from accumulating. Coordinating inter-jurisdictional and regional planning around broader perspectives is an important component of implementing the Sacramento County General Plan.

Implementation Measures:

- A. Develop transportation, air quality, and fiscal models which allow Sacramento County to distinguish between impacts which originate on and off-site (EIR, PLANNING).
- B. Apply results of modeling assessments throughout the development of regional plans (PLANNING).
- C. Develop specific measures of consistency between local development projects and regional goals and objectives PLANNING, SACOG).

CAPITAL IMPROVEMENT PROGRAMS

Objective: Link the Capital Improvement Program to the General Plan by establishing a set of conditions appropriate to each level of authority in the project approval process.

Intent: Plans of each service provider need to be reviewed for consistency with the General Plan on a longer-term basis than annually. Specific criteria need to be developed designating how consistency is measured, and at what level in time, space, and project approval are the respective plans consistent.

Policy: Assure that development proceeds consistent with the respective improvement schedules of all related capital facilities.

Implementation Measures:

- A. Report how development is ahead or behind schedules based on the capital improvement budget and plans (PLANNING).
- B. Prepare a report showing the status of entitlements relative to the CIP in the annual report (PLANNING).
- C. Require 5-year capital improvement plans for all development-related capital facilities (All corresponding districts, PUBLIC WORKS, PLANNING).
- D. Develop procedures and criteria to evaluate plan consistency (PLANNING).

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SACRAMENTO COUNTY GENERAL PLAN
PLAN ADMINISTRATION ELEMENT

Section IV

BACKGROUND

LEGISLATIVE INTENT

California affirms its interest and policy toward local planning by statements of intent which appear in various statutes.

STATEMENT OF STATE DEVELOPMENT POLICY

State Law establishes a planning agency in every city and county. The Law requires a legislative body, by ordinance, to assign the functions of a planning agency to a planning department, one or more planning commissions, administrative bodies or hearing officers, the legislative body itself, or to any combination thereof. In the absence of an assignment, the legislative body must assume the functions of a planning agency (Government Code Section 65100).

The Law further asks each planning agency to perform the following functions (Government Code Section 65103):

- o Prepare, periodically review, and revise the General Plan and any specialized plans which address a particular region or community within the overall planning area.
- o Implement the general plan through actions including, but not limited to, the administration of specific plans and zoning and subdivision ordinances.
- o Annually review the capital improvement program of the city or county and the local public works projects of other local agencies for their consistency with the general plan.
- o Endeavor to promote public interest in, comment on, and understanding of the general plan, and regulations relating to it.
- o Consult and advise with public officials and agencies, public utility companies, civic, educational, professional, and other organizations, and citizens generally concerning implementation of the general plan.

State Planning Law restricts local general plans so that they recognize statewide interests: a general plan implemented to improve local communities cannot relieve the community of its state and regional responsibilities; it must meet minimum requirements for each element; and, it must balance local budget planning and federal and state program activities, such as community development.

STATEMENT OF LOCAL DEVELOPMENT POLICY

A General Plan states policy covering issues associated with a city's or county's development, including physical, social, and economic concerns within the jurisdiction's entire planning area. A development policy is a general plan statement that guides action. Development policies include goals, objectives, principles, policies, plan proposals and standards. Therefore, with regard to general plans, "policy" has both a specific and a general meaning.

- o Goals set directions towards an ideal future end, condition or state related to the public health, safety or general welfare which are to be achieved by planning and planning implementation measures.
- o Objectives describe a specific end, condition or state that is an intermediate step toward attaining a goal.
- o A policy is a specific statement which guides decision making. It is based on General Plan goals, objectives, and an analysis of data and represents a clear commitment of the local legislative body.
- o An implementation measure is an action, procedure, program or technique that carries out general plan policy.
- o A plan proposal is a description of how development policies affect an area.
- o Principles are assumptions, fundamental rules or doctrines guiding general plan policies, proposals, standards and implementation measures.
- o A standard is a rule or measure establishing a level of quality or quantity that must be complied with or satisfied.

A general plan covers all locally relevant physical, social and economic planning issues. Among the physical planning issues are: general locations, appropriate mixtures, timing and extent of land uses, and infrastructure. A general plan also represents a comprehensive local expression of general

welfare as it relates to land use regulation. As necessary and appropriate, it recognizes social and economic concerns and any other elements or subjects which, in the judgement of the legislative body, relate to the physical development of the county or city.

State Planning Law gives cities priority over counties in the establishment of growth and development objectives. A general plan covers all territory within the boundaries of the adopting city or county as well as "any land outside its boundaries which in the planning agency's judgement bears relation to its planning" (Government Code 65300). This provision enables cities to formally communicate their concerns for lands in neighboring jurisdictions, and requires counties to include all impacts of city plans and projects in county plans, policies, and implementation programs.

ILLUSTRATE LOCAL DEVELOPMENT POLICY

Government Code Section 65302 states that, "The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals." Development policies, such as urban design concepts, infrastructure proposals, geologic hazards and distributions of land uses, lend themselves to graphic treatment. The diagram is not regulatory in nature as a zoning map but, together with the text, provides a rationale for planning-related regulations as would be typical of a graphic design which explains the arrangement of land uses and relationships. A General Plan diagram is consistent with the text (Government Code Section 65300.5) when it assumes the same long-range perspective as the remainder of the general plan.

FORM CONSISTENT LOCAL DEVELOPMENT POLICY

As the provisions of the Law are construed, the Legislature intends that the general plan, its elements and its parts comprise an integrated, internally consistent and compatible statement of policies for the adopting agency. A general plan traditionally is organized as a series of "elements" or subject categories, such as land use, circulation, and open space. A land use element must address locations, appropriate mixtures, timing, and extent. A circulation element must address transportation and other public facility issues.

Information can be obtained from portions of a city's plan, or from functional plans prepared by agencies, departments, special districts, and regional planning agencies (Government Code Section 65301 (a)). Joint adoption of other jurisdiction's plans may be advantageous when they are sufficiently detailed and address the concerns of the adopting agency. Joint adoption does not relieve the plan from its responsibility to meet the minimum requirements that constitute legal adequacy (Government Code Section 65302).

The issues most critical to the effectiveness of a general plan are not how the subject matter is divided among elements nor where the information is

obtained. The critical is: how are the elements integrated around the objective of community and regional welfare. Consistency requirements in State Planning Law address the subject of integration.

Consistency is defined two ways: internal consistency, and consistency between implementation actions and the general plan. Once a plan is determined to be internally consistent, consistency of implementation is defined to mean that an action, program, or project, considered in all its aspects, will further the objectives and policies of the general plan and not obstruct their attainment.

Consistency Within the Plan: Courts define consistency in a variety of contexts all of which underscore the central position of the general plan in local land use decision-making. A series of consistency tests is performed internally among the individual elements, between individual elements, and between the text and the illustrations.

The principal areas examined in case law are consistency between general plans and zoning, subdivision regulation, and capital facilities. Unfortunately, little exists in case law and techniques to analyze the consistency of other less frequently used types of implementation measures. For example, Concerned Citizens of Calaveras County v. County of Calaveras, 166 Cal. App. 3d 257 (1974) illustrates that the land use element cannot be implemented without the circulation element first being implementable. All means to fund the circulation network must be resolved beforehand. Consistency exists between an implementation measure and the general plan when the measure is compatible with the objectives, policies, general land uses and programs specified in such a plan.

Consistency Between Plans and the General Plan: Area and community plans are developed consistent with the overall plan. Individual elements contained within these plans may have greater or lesser importance than the general plan in keeping with the unique character of the area or community. Consistency prevails overall between the individual plans and the overall general plan.

Consistency of Specific Plans: Whether or not a specific plan is consistent with the general plan is left up to the judgement of a city council or board of supervisors. Since this is a legislative decision, it will not be set aside unless the council acted arbitrarily, capriciously or without any evidentiary support or unless it failed to follow proper procedures and gave notice required by law.

Zoning Consistency: The Attorney General held that "The zoning ordinance should be considered consistent with the general plan when the allowable uses and standards contained in the text of the zoning ordinance tend to further the policies in the general plan and do not inhibit or obstruct the attainment of those articulated policies." (58 Ops. Cal. Atty. Gen. 21 (1975)).

Consistency in general plan implementation can be broken down into three aspects: (1) uses and standards; (2) spatial patterns; and, (3) timing. This

General Plan advocates mixed-use development and criteria for location along transit lines. Two matrices are found on pages 17 and 18 of the Land Use Element comparing the consistency of zoning and interim zoning districts and their corresponding zoning ordinance development standards with the general plan's land use categories and associated development standards.

Subdivision Consistency: Government Code Section 66473.5 requires findings showing that proposed subdivisions and parcel maps are consistent with the general plan. Planning agencies often use checklists to evaluate how each of the subdivision's aspects conforms to official land use policy. Among the checks are land use, density and intensity, on-site improvements, off-site improvements, circulation, environmentally sensitive areas, timing, and other general plan provisions.

Capital Facilities Consistency: Statutory and case law requires that most local public works projects conform to the general plan. In addition to state requirements, many federal grant programs now require or encourage the federally assisted capital project consistency with local, regional, and state plans.

Implementation Measures: All subsequent series of tests are between implementation measures and the individual elements. Those measures, whether they be the acquisition and development of public facilities or regulatory measures, must also be consistent with the general plan.

Enforcement: Any resident, property owner, or other aggrieved party, including a public agency, may sue to enforce the requirements for the adoption of an adequate general plan. Although the general plan does not have regulatory power in itself, local agencies may enforce its provisions through its implementation measures. The area of consistency can be further defined in the hands of skillful litigants.

IMPLEMENT THE LOCAL GENERAL PLAN

Adopting the general plan implies adopting programs to implement each element. Most programs can only be carried out with support from other agencies and departments. An effective plan thus depends upon the ability of the planning agency to coordinate agencies and departments around plan implementation.

A community's commitment to implement the plan is more critical than the tools it uses. Commitment is represented by efforts to develop a process to coordinate agencies and departments, account for the status and progress of the plan, adapt the plan to changing assumptions and make it a dynamic instrument, and resist amendments that would affect the plan's overall integrity. While we assume that the planning agency will be committed to implementing the plan, we cannot assume that it will effectively carry out all its tasks. A means to improve effectiveness is set forth in the Plan Administration Element which creates accountability for all implementation actions and makes decision-makers continually aware of the validity of

assumptions and progress towards plan implementation. A framework of periodic reporting provides the appropriate context for evaluating plan amendments and updates.

REVIEW OF OTHER JURISDICTIONS' PLANS

The text discusses the existing point of view regarding the review of other jurisdiction's plans. Then, it discusses a broader point of view which supports the policy framework of this general plan.

STATE LAW

State Law assumes that cities will expand their boundaries into unincorporated areas. Government Code Section 65300 requires county general plans policies, and implementation programs to include all impacts of city plans and projects. The Law which addresses areas into which cities may expand, spheres of influence, requires coordination between counties' and cities' jurisdictional goals. Physical coordination of infrastructure capacity and schedule are obviously essential when land development is accommodated within a larger jurisdictional framework.

Planning Law addresses cities as if they are superior in jurisdiction to the unincorporated areas, that they occupy a higher status than the unincorporated area in the plan-making process and in regional coordination, and as if their objectives for growth are ones the unincorporated area should accommodate. This point of view renders a lower status to the objectives of the unincorporated area.

Laws which obligate counties to accommodate the impacts of growth of cities within their General Plans, such as the impacts upon the infrastructure network, pursue a definition of environmental impact which focuses upon the impact of developing one property on another. Environmental impact analysis defines impact, or the relationship between cause and effect, in a direct context at site-specific and project levels. It quantifies impacts and establishes mitigation measures at these levels because the Laws obligate development to mitigate direct impacts through fees, and exactions, and project conditions. The importance of a legally demonstrated cause and effect linkage is critical. State Planning Law allows both incorporated as well as unincorporated jurisdictions to plan for "such other territory outside its boundaries which in its judgement bears relation to its planning" (Government Code Section 65300).

AN ALTERNATIVE POINT OF VIEW

The impacts of growth upon the transportation system and upon air quality are much greater than can be mitigated by attention at the project level. A general plan's goals, which allow the planning agency to pursue community welfare, enable agencies to pursue a more liberal view of cause and effect;

tolerate a less rigorous standard for cause and effect linkage; address the broader and more indirect social and economic impacts of land development upon transportation and housing costs; and, address the cumulative impacts of transportation upon air quality. Coordination between incorporated and unincorporated areas can include both direct and indirect impacts and the social, economic, as well as physical welfare of the community.

This General Plan defines community welfare more broadly and assumes a coordinative role between the General Plans for unincorporated and incorporated areas. It views transportation and housing costs, air quality, and open space consumption as issues that can only be addressed by a regional rather than a local perspective. That broad definition determines actions performed by Sacramento County to implement this general plan: it says Sacramento County must act to confine the impacts of its development to the unincorporated area, and act to create a coordination mechanism so that the impacts received from neighboring jurisdictions are similarly mitigated within those jurisdictions.

That broader concept of community welfare and environmental impact requires Sacramento County to apply all relevant social and economic science to create analytical models which distinguish between on and off-site impacts, and to use this information as a basis for environmental mitigation, land use, and transportation planning. On and off-site distinctions enable the coordination efforts to place adequate responsibility for mitigation among the respective jurisdictions. A broader environmental review of the type described above creates appropriate incentives among individual jurisdictions which help assure that impacts are internalized to the jurisdiction where they are created. For example, it is necessary to build more detailed transportation models linking the type of trip with the distribution of attractions for that trip, particularly for the trip to work.

Community welfare does indeed include the welfare of the region, and that the concept applies to the effects of growth upon transportation, housing, and air quality as much as it does to other infrastructures. While not generally required by state law, accommodating regional concerns in the general plan will reduce the threat of successful legal challenges on these grounds.

EXAMPLES OF THE ALTERNATIVE VIEW

At this point in time, the Law applies this more liberal view of impacts only to the field of housing and, to some extent, transportation. Regional impacts of local planning policies and actions have been addressed by both the Legislature and the courts.

Housing: In the 1976 landmark case, Associated Homebuilders of the Greater East Bay v. City of Livermore, 18 Cal.3d 582, 601, the California Supreme Court examined the effect of a city's growth control ordinance on the regional welfare and held that the test of a local action's constitutionality is based on its impact "not only upon the welfare of the enacting community but upon

the welfare of the surrounding region." Cities and counties must balance the housing needs of the region against the needs of their residents for public services and the available fiscal and environmental resources. Stocks v. City of Irvine also defines regional welfare in housing. A city cannot raise its housing costs such that it adversely affects the regional housing market. Scott v. City of Indian Wells (1972) 6 Cal. 3d 546, held that a city must take into account the effects of projects upon non-residents who have standing to contest the city's actions.

Transportation: The concept of interdependency is established by the courts with respect to the housing market. Although the economic region is the established functional unit for transportation planning (U.S. Bureau of the Census uses commuting patterns to define regions) the courts have not yet viewed a community with a jobs-housing imbalance the same way that they view imbalance in housing opportunities. Instead, the view is that transportation is a regional issue with which a local jurisdiction cannot interfere. A regional concept was applied to transportation in a decision rendered on the Committee of Seven Thousand v. City of Irvine (1985) 176 Cal. App. 3d 275, which held that a city could not use the initiative process to block a project which was of statewide concern.

A community which cannot provide balance between jobs and housing relies on the regional transportation network for labor flows into as well as out of the community. Jurisdictions connected to the network have access to the regional labor market and the regional labor market has access to the kind of employment the jurisdiction offers. The effects on transportation are similar to those previously discussed for housing: a jurisdiction with a qualitative as well as a quantitative imbalance in jobs-housing will generate considerably greater numbers of trips on the transportation system and, correspondingly, a proportionately greater impact on air quality than a community which is in balance. Transportation and air quality impacts occur which are external to the community where they originate. Despite years of giving attention to jobs-housing imbalances, the courts thus far have not applied the concept of a jurisdiction displacing impacts and affecting another jurisdiction to the field of transportation.

REVIEW OF CAPITAL FACILITIES

Capital improvements are a key measure in plan implementation programs. Government Code Section 65401 specifically addresses the review of public works projects. California Planning Law distinguishes between the one-year capital improvements budget and the five-year capital improvements programs when it requires a test for consistency with the general plan.

The General Plan becomes a more effective instrument of local land development policy when it is closely coordinated with the corresponding capital improvement budgets and capital improvement plans of each component of the infrastructure. Among the means of coordination are: link each stage in the approval process to the respective plans; stipulate conditions which are

appropriate to each level of authority, confirming that the improvement exists and giving opportunity to proceed/not proceed; and, provide annual report information giving the status of entitlements relative to assumptions in the respective capital improvement plans. The same recommendations apply equally to compliance with environmental mitigation.

CAPITAL IMPROVEMENT BUDGET

A General Plan is implemented through consistency tests performed on public works projects. After a General Plan is prepared and adopted, each special district or school district whose jurisdiction lies wholly or partially within the county shall submit to the official agency as designated by the Board of Supervisors a coordinated list of proposed public works projects recommended for planning, initiation, or construction during the ensuing fiscal year. Such coordinated programs shall be submitted to the county planning agency for review and report to said official agency as to conformity with the adopted general plan or part thereof (Government Code Section 65401). If a general plan or part thereof has been adopted, the acquisition and disposal of real property is restricted to actions which conform with the adopted general plan or part thereof.

CAPITAL IMPROVEMENT PROGRAM

California Planning Law regulates longer term capital improvement programs in a less stringent manner when they are beyond the one-year time frame. Each special district, each unified, elementary, and high school district, and each agency created by a joint powers agreement that constructs or maintains public facilities essential to the growth and maintenance of an urban population may prepare a five-year capital improvement program (CIP). In addition to school facilities, facilities covered by this provision of the Code include stormwater management, sewage disposal, water distribution, electric utility and gas, parks and recreation facilities, and transportation facilities (Government Code Section 65403).

If a program is prepared, the Law requires that it shall indicate: the location, size, time of availability, means of financing, and estimates of operational cost for all proposed and related capital improvements; and, a schedule for maintenance and rehabilitation and an estimate of useful life of all existing and proposed capital improvements. The five-year CIP shall be annually reviewed and revised by the governing body of the district or local agency.

When a capital improvement program is prepared it shall also be referred to the planning agency of each affected county within the district or agency operated, for review as to its consistency with the applicable general plan, any applicable specific plans, and all elements or parts of the plan. A district or local agency may overrule a finding of inconsistency and carry out the capital improvement program.

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